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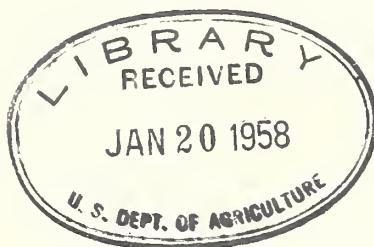
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# ✓ b Rural Development Program Guide

✓ Organization and Objectives

✓ Supporting Government Services



✓ U. S. Department of Agriculture

November 1956

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Table of Contents

Balanced Economic Development .....	1
Rural Development Program includes more than improved farming -- equal emphasis on industry, education, off-farm employment, health and welfare, community participation.	
Meaning of "Pilot County" .....	2
Experience gained in organized drive for progress a guide to other areas.	
Outline of County Program .....	2
Leadership -- resource surveys -- improved agriculture -- business and industry promotion -- vocational education -- employment aid -- public facilities -- community support and participation.	
Organization .....	4
State rural development committee key leadership unit; county committees guide local programs.	
Government Services in the Program:	
U. S. Commerce Department supporting pilot counties with technical aid in business-industry development .....	7
USDA agencies supply special education, credit, administrative aid for pilot counties .....	9
State public employment offices have area economic facts, can supply job advice to workers and contribute technical counsel .....	16
Health, education, welfare agencies -- their wide range of services .....	18
Interior Department factor in recreation development .....	23
Organized Community Clubs .....	24
A method of farm community improvement.	
Program Newsletter .....	26

# THE RURAL DEVELOPMENT PROGRAM

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### Objective: New Emphasis on Balanced Rural Area Development

During the past decade many of our rural communities have shown clearly that lasting economic and social progress can be gained if people are willing to join together in an organized effort to build better living. The proven tools of area development are available to all. They include organization and planning, community participation, and a coordinated effort to reach realistic goals. Used together as part of an over-all program, these tools can help people in many rural areas build the facilities for progress.

The rural development program is designed to encourage local people and their leaders to give direction and provide the initiative for area economic development. At the same time, the program recognizes that rural areas with many low-income farm families need special assistance in organizing and carrying forward such work.

In this era of a rapidly expanding national economy, rural development includes a great deal more than improved farming and farm living. The prosperity and well-being of farm families depend in great part on the prosperity of counties and trade areas in which they live and the essential community services they have available. Promotion of sound, permanent business and industry, attention to the educational needs of young people, adequate health services -- these all have a direct bearing on the welfare of the farm family. Industry in rural areas means full or part-time jobs for farm people and good markets for the products of their farms. Vocational education in industrial arts, as well as agriculture, helps many young farm people meet opportunity in an expanding economy. Adequate health services can be as important to the farm family as improved production on the farm.

A "rural development program," therefore, means a balanced farm-industry-community development program involving every agency and private organization in the county or area that can contribute to the goal of sound, continuing economic and social progress. The past decade has seen startling changes in many rural areas: Industry moving in, more part-time work off the farm, better schools, improved farming with new methods producing higher value products, community planning and cooperation. A principal objective of the rural development program is to speed up these changes by stimulating local initiative and increasing the services available to selected areas.

Forty-six counties and 8 trade areas in 24 States have been named as pilot areas in the program for 1956-57. In several of these counties organized economic development projects are already under way or in the planning stage. "Rural development committees" are functioning -- providing the drive and direction for the county program. Many pilot counties which inaugurated rural development programs last year (1955) and early this year have effective organization and are already showing results. But counties recently designated as pilot areas are just getting started, with guidance from State rural development committees.

This summary and description of services contributed by government agencies with responsibility in the program have been prepared principally for the use of leaders and agency personnel in the pilot counties and areas who are actually doing the work of organization and project planning.

## Importance of Pilot Counties

The rural development program at present is a pilot or demonstration program. In other words, those with responsibility in the program are looking for the most effective methods of gaining rural area economic progress. Agricultural leaders and others concerned with area development will be interested in the experience of pilot counties -- in the success of methods used and the effectiveness of organization. The problem of bringing some of America's rural areas into the main stream of the Nation's progress will not be solved in a year -- or in some cases, even in five years. Yet the success of pilot county leaders with the rural development program in the next six months to a year can have lasting importance to the entire Nation. A successful beginning with sound organization and a variety of projects can lead to economic improvement in rural areas throughout the Nation.

## Outline of a County Program

The rural development program had its origin in a request by President Eisenhower early in 1954 that special attention be given to farm families with limited resources. After a lengthy study, which included the skills and information of both government and private agencies and organizations, the Secretary of Agriculture recommended a program of research and action to help rural area people help themselves. He called for a cooperative effort with private organizations promoting farm, industry, and community development, assisted by State and Federal agencies. Private citizens, farm, business, civic, and other organizations working with representatives of government agencies in selected rural counties and areas would plan, organize, and carry out "rural development programs." Their experience, the problems they faced, and the progress they made in the first year or two would provide guidelines for an expanded program in the future.

Rural development in a typical pilot county is made up of the following basic activities, carried forward as part of a coordinated drive to raise the economic level of the entire population:

1. Leadership through an organized "rural development committee" including representatives of farm, business, civic, and church groups and government agencies in the county. (See page 4)

2. An evaluation of county (or area) economic problems and resources, present and potential. For example, surveys to learn important facts about manpower resources and the skills and job needs of farm people have already taken place in a number of pilot rural development counties. Information concerning manpower and other resources, transportation, farm markets, land use and tenure, education, health facilities, etc., which is gathered through surveys and other research, will help the county committee and other leaders in planning development projects. In many States technical assistance in conducting these studies is available to pilot counties through the agricultural college and the affiliated State experiment station. (See pages 13 and 15)
3. A campaign for business and industry improvement and better industrial facilities, using the skills and experience of business and professional leadership, and outside private and government agency assistance. (See page 7)
4. A stepped-up effort to improve agriculture and agricultural marketing in the pilot area. This includes special projects to assist families on small farms, such as the employment of assistant extension agents specifically to work with these families, farm-home development programs and, when appropriate, organized community clubs and contests. (See pages 9 and 24)

In some pilot counties and areas, additional conservation technicians are already at work. Their assistance to small farmers, completion of soil surveys, participation on county rural development committees, and other supporting work have an important part in farming and farm land improvement in these counties. (See page 10)

A third important factor in agricultural development is credit through government, cooperative, and private lending organizations in the county to assist farmers who have the prospect of improving their operations. The Farmers Home Administration now has broader lending authority and may make loans to farmers working part-time in industry. (See pages 11 and 16)

5. Assistance to underemployed farm people in finding full-time agricultural and non-agricultural jobs. Such information sources as local newspapers, radio stations, etc., might be used in cooperation with the local employment office to make sure that all farm people know about job opportunities. (See page 16)
6. Improved, expanded vocational education for children of rural families. Whenever possible and needed, additional teachers (paid from private and/or State agency funds) will be employed and the curriculum adapted to the employment and manpower needs of the area. Some counties are taking a new look at the present emphasis on vocational agricultural training in the light of limited opportunities in agriculture in the area.

7. Planning for needed public facilities and services, such as health clinics, better sanitation, and county roads.
8. An awareness on the part of people in the county that their participation and support of the program are essential to its success. Through action to publicize the rural development program in the county, and new emphasis on community cooperation in organizations, churches, schools, etc., people will come to look upon progress in rural development as essential to the realization of individual goals.

Economic, social, and health problems, of course, differ from one State to another and even within rural counties in an individual State. The pattern for a rural development program, which we have described above, will need to be modified in line with local conditions and local resources. For example, it may be possible for a few counties to attract really large industry, an objective already gained by a pilot county in Ohio. But most will need to tailor their business-industry development plans to the resources, transportation, and manpower potential now existing. In some areas with a high proportion of older farmers, special projects will be required to guide them to a better standard of living. In some pilot areas, there are good prospects for improved farming, better crops, higher farm incomes; in others farm improvement will have a secondary role only. The rural development program -- better farming, industrial development, improved education, community action -- will have to be tailored to fit the locality.

### Organization for Leadership in the Program

A principal function of State and county-level rural development committees is to decide what kind of program -- what kind of research, organization, and action -- is best suited to a designated county or area.

STATE COMMITTEE: Almost all States participating in the rural development program are making use of such committees. At the State level, these committees usually consist of representatives of the extension service, agricultural experiment station, the Soil Conservation Service, vocational education, Farmers Home Administration, agricultural stabilization and conservation committee, forest service (State), and farm credit district. Most State committees also include representatives of some of the following State agencies: department of education; department of agriculture; employment service; department of health; division of planning and economic development; department of public welfare; vocational rehabilitation agency; department of conservation; department of pensions and security, bureau of public administration; and representatives of farm organizations (Bureau, Grange, Union); chamber of commerce; association of soil conservation district supervisors; federation of labor.

These State-level committees have a chairman, a secretary, and usually a steering committee of three or four members. Their responsibility to date includes designation of pilot counties, information and counsel to county leaders in starting and maintaining programs, and general state-wide coordination and guidance through periodic meetings. They are the key administrative and leadership unit in the rural development program.

COUNTY COMMITTEE: Most pilot counties have now set up rural development committees or are in the process of doing so. A broadly representative county committee is essential to the success of a pilot county program. In fact, a main feature setting the rural development program apart is the emphasis being placed on local leadership through private organizations and government agencies working as a unified team.

Here is the basic organization of a county rural development committee: It is made up of representatives of some or all of the following agencies and organizations in the county, depending on local conditions, program objectives, and available personnel: agricultural agencies (extension service, FHA, SCS, ASC, etc.); industry development council; chamber of commerce; major industries (power and light, textiles, paper, etc.); press and radio; planning and zoning commission; county government; city government; local school authorities; health and welfare authorities; church groups (including country life committee); civic clubs; women's clubs; youth associations; banks; farm organizations; National Farm Loan Association; production credit association; veterans' service organizations; social welfare council.

In many pilot county programs already under way, the main committee is divided into subcommittees dealing with such fields of development as farming, industry, transportation, health and welfare, education. These subcommittees give general direction to project planning in their various fields.

The rural development committee chairman and secretary are key individuals in a county program. The county secretary has administrative responsibility to the agency (such as the State extension service) or private organization (such as the chamber of commerce) for which he works. He acts as "office manager" for the county rural development committee, providing administrative support and counsel, and coordinating the county program with the State rural development committee. He might work full time on the rural development program or divide his time between his parent agency and his new responsibilities. Personnel added in the pilot county to work on rural development program projects will be employees of existing agencies (for example, extension service, Soil Conservation Service, Farmers Home Administration, State experiment station) and cooperating organizations and companies.

Whether a pilot county moves toward the ultimate objective of economic improvement, better living, greater opportunity for its people will depend in great part upon the leadership of this county committee and the cooperation received from local service agencies, private organizations, and businesses.

Close cooperation between those in a pilot county with responsibility for guiding economic development work and representatives of their State rural development committee will help establish a well coordinated program at the crucial point when the program is starting. This cooperation might take the form of periodic meetings between county and State leaders, exchange of information, and regular consultation.

REFERENCES\*

Progress in the Rural Development Program, First Annual Report of the Secretary of Agriculture, September 1956.

Development of Agriculture's Human Resources, April 1955.

A Report on the Working Conference, July 11-12, 1956.

Statement of Under Secretary of Agriculture True D. Morse, June 21, 1955.

Summary of Discussions, Conference on Rural Development Program, Memphis, Tennessee, June 7-8, 1955.

Suggested Form of Organization of the Rural Development Program at National, State, and Local Levels, July 13, 1955.

North Carolina Organization for Rural Development, chart submitted to Working Conference on Rural Development, July 1956.

\*U. S. Department of Agriculture publications and releases.

## FEDERAL AGENCIES IN SUPPORT OF STATE LEADERS

In general, Federal agencies with responsibility in the rural development program administer their regular activities (1) directly through State, district, and county offices, or (2) indirectly through grants-in-aid or allocations to State agencies. An example of the former is the Farmers Home Administration; of the latter, the Federal Extension Service.

Some of these agencies have funds specifically for the support of rural development programs. For example, the Federal Extension Service allocated funds to the 24 States participating in the program covering the salaries and expenses of about 120 additional employees to assist in pilot counties. Other agencies are taking an active interest in the success of this program, and providing assistance whenever their resources permit. For example, although the Rural Electrification Administration has no special funds for this program, the agency has urged its borrowers serving pilot areas to participate, and several electric cooperative officials are assisting with local projects.

The following Federal departments and agencies are represented in the rural development program:

DEPARTMENT OF COMMERCE  
Office of Area Development

DEPARTMENT OF AGRICULTURE

Agricultural Research Service  
Farmers Home Administration  
Soil Conservation Service  
Federal Extension Service  
Forest Service  
Agricultural Marketing Service  
Rural Electrification Administration  
Farmer Cooperative Service  
Commodity Stabilization Service

FARM CREDIT ADMINISTRATION

DEPARTMENT OF LABOR

Bureau of Employment Security

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

DEPARTMENT OF INTERIOR

These agencies are cooperating closely with representatives of the States in supporting planning, organization, and projects in pilot counties. The interest and participation of so many agencies with wide responsibilities in such fields as business development, agriculture, education, health, and employment again point up the need for broadly representative county committees and close cooperation with State-level rural development committees.

### I. Department of Commerce

The Office of Area Development of the U. S. Department of Commerce provides technical assistance to communities and areas to promote economic development. This program is designed to help communities help themselves in developing new sources of employment and income. Assistance in improving economic and business conditions in areas and localities is provided through --

- Helping area citizens, business, and farm groups set up programs to bring about increased employment opportunities.
- Giving expert advice on such technical aspects of industrial development as industry locational requirements, industrial development corporations, and area economic analysis.
- Distributing information on Federal programs and policies that can aid in community development.
- Serving as a clearing house for information on successful area development ideas and methods.

The Office of Area Development is participating in the rural development program through assistance in working towards the new rural industries objective of the program. A main feature of this activity is to encourage State and local organizations that are usually concerned with industrial development in urban areas only to cooperate with farm and rural organizations in creating rural industry opportunities.

Working through the State development agencies (with their industrial and business contacts at the local level), the following specific activities supporting the rural development program are being carried on by the Office of Area Development:

1. Reporting on programs being carried out by various communities to stimulate establishment of rural industries.
2. Gathering and distributing information on successful small industries being established in various rural areas.
3. Calling attention to technical and market information available in the Department of Commerce and elsewhere in the Federal Government relating to the establishment and operation of small industries.
4. Providing State and county rural development program committees with published technical aids of the office that can be of assistance in a rural industries development program.
5. Consulting with program leaders to help them solve specific economic development problems.

Application for such technical assistance should be made directly to the Office of Area Development, Department of Commerce, Washington 25, D. C.

#### REFERENCES\*

Available Federal Programs for Community Assistance.

Community and Area Development Checklist.

Developing and Selling New Products.

Locating Industrial Prospects for your Community.

One Hundred and One Rural Industries.

Selected Publications of the Office of Area Development.

\*U. S. Department of Commerce releases.

## II . Department of Agriculture

Of the five Federal Departments taking part in the rural development program, the Department of Agriculture has, of course, the greatest responsibility. The original report, "Development of Agriculture's Human Resources" (see page 6), was published by the Department, and the original recommendations on which the program is based were set forth by the Secretary of Agriculture. Through the work of his office, the Under Secretary of Agriculture provides nation-wide coordination for the rural development program, counsels with State leaders, and makes program presentations to the Congress. A representative of the Department also acts as chairman during meetings of the Federal Inter-departmental Committee on Rural Development. And 9 of the Department's 14 agencies have a direct interest in this program.

All Department of Agriculture activities and services have as an ultimate objective the prosperity and well-being of farm people and the areas in which they live. Participation by the Department of Agriculture in the rural development program through cooperation with State agencies and committees forms a new method of reaching this objective. However, added government services for the program must be matched by the interest, resources, and leadership of pilot counties. Otherwise "rural development" as a new program idea will fail.

The following USDA agencies are contributing skills, services, and resources to State programs:

FEDERAL EXTENSION SERVICE: Through allocations to the 24 States participating in the program, the Federal Extension Service has now provided funds for the salaries and expenses of about 120 additional workers to assist in pilot counties. As members of the State extension service, they will follow two main lines of work:

1. On-the-farm assistance to individual farm families -- giving counsel and assisting them in analyzing their present situation and discussing alternative plans and opportunities. If the family wishes to remain on the farm, every effort will be made to help them adopt improved farm and home practices in order to bring in more income. Extension teaching methods, such as Farm and Home Development, will be employed wherever they fit the family's needs. If off-the-farm work is required to supplement income, job opportunities will be sought, with the help of State employment services and others.
2. Assistance to county rural development committees in organizing their programs. Here are examples of such assistance: (a) assembling existing information; (b) making surveys; (c) organizing marketing projects; (d) working with school authorities on vocational training; (e) helping to set up community-wide improvement projects.

REFERENCE

The Rural Development Program with Emphasis on Extension's Responsibility, Federal Extension Service.

SOIL CONSERVATION SERVICE will assist in the rural development program by furnishing the basic data on soils and their responses to management and by giving technical assistance to help farm families in pilot counties.

Soil Conservation Service technicians will help in the organization of State and county committees and in their planning. The agency will make available, or prepare where unavailable, generalized soil maps of counties showing basic soil resources of the county in ways to suggest the land potentials of communities, watersheds, and other subdivisions of the areas. Where not available, detailed soil surveys will be made in pilot counties of existing farms or small communities as a basis for appraising farm potentialities and problems.

With these maps and accompanying technical materials, a soil conservationist will go over all possibilities with individual farm families, help them appraise their resources and decide what improved systems of farming they can develop. The potentialities disclosed can then be compared by the farm family with other economic opportunities for full-time or part-time work off the farm.

For those who decide to remain in farming, help will be given in developing a basic farm plan. As this plan is carried forward, on-site technical assistance will be given in soil and water management.

REFERENCE

What the Soil Conservation Service Does, Soil Conservation Service, June 1956.

FOREST SERVICE: The Service is participating in the rural development program within the limits of its regular facilities and partnership programs with State foresters. Three specific contributions are being made: (1) economic investigations, (2) national forest timber sales, and (3) State and private forestry cooperation.

In the 24 States taking part in the rural development program, 198 service foresters provide technical forest management assistance to farmers under the State-Federal Cooperative Forest Management Act. Each forester usually covers two to five counties and gives on-the-ground help in management and processing to about 100 farmers and small forest products industries per year. It is hoped that each pilot county in the rural development program can be provided with this service on a more intensive basis.

Working out of the Forest Service regional offices, each covering a number of States, are a total of six foresters who are specialists in problems of management, utilization, and marketing. These specialists are currently engaged in promoting a pulpmill which could use surplus hardwoods in the Connecticut Valley, and are working to bring new forest industries to Kentucky and south-western Virginia.

Pilot county and area leaders with forest and forest industry development needs should call for technical aid directly from the State forestry department or through the State rural development committee.

REFERENCES\*

Technical Forest Management Assistance on Private Land.

Forest Management Programs Conducted by the Forest Service in cooperation with the States, and the Agricultural Conservation Program Service.

Forest Tree Planting on Private and State Land.

The National Forests

\*Releases of the U. S. Forest Service.

FARMERS HOME ADMINISTRATION contributes to the rural development program by (1) participating with sponsoring groups at the State and county levels and (2) providing credit and technical guidance to individual farm families in pilot counties who need such services to improve their farming operations.

Loans may be made to owners and operators --

- of family-type farms who need to make improvements in their farming operations;
- of less than family-type farms to obtain additional resources and thereby increase their operations;
- of less than family-type farms whose farm income together with their off-farm income is sufficient to meet farm operating and family living expenses, maintain their property and repay their debts.

Since Farmers Home Administration credit supplements the credit available through conventional lenders, farmers and ranchers may obtain loans only if they are unable to obtain adequate credit at reasonable rates and terms from other lenders in the area. To obtain a loan the applicant must be an established farmer.

In rural development counties the pattern of credit will be adjusted to fit the local needs to the extent possible under existing statutes. Loans to operators of less than family-type farms were especially designed to assist low-income families in areas carrying on a rural development program. The following types of loans are made by the Farmers Home Administration:

1. Operating loans to help farmers make improved use of their land and labor resources. Funds may be advanced to pay for equipment, livestock, feed, seed, fertilizer; to finance soil improvement and conservation measures; to meet other farm and home operating needs; and to refinance chattel debts.
2. Farm ownership loans to buy family-type farms, enlarge under-sized farms into family-type farms, improve land and buildings and refinance debts.
3. Soil and water conservation loans to individuals and groups of farmers to carry out measures for soil conservation and to develop water systems for irrigation and farmstead use.
4. Farm housing loans to farm owners for the construction and repair of farm houses and other essential farm buildings.

Farmers Home Administration representatives are serving on many State rural development committees. The agency will make sure that pilot counties have adequate FHA personnel and resources available to support their programs.

REFERENCES\*

Farm Ownership Loans.

Farm Housing Loans.

Operating Loans for Better Farming, Better Living.

\*Publications of the Farmers Home Administration.

RURAL ELECTRIFICATION ADMINISTRATION credit facilities are readily adaptable to rural development program needs at the county level. In addition to making loans to extend and improve electric and telephone service, REA also makes loans to its electric borrowers in order to enable consumers to purchase needed electric appliances and equipment.

The rural electric cooperative is one of the strongest local institutions in many rural areas. Generally, the REA cooperative borrowers keep their members well informed through the use of papers or newsletters. These media can be used effectively in the information and education phases of the rural development program. Officials of some electric cooperatives are taking an active part in promoting the rural development program in their service areas.

FARMER COOPERATIVE SERVICE has no funds especially for the rural development program. However, this agency has responsibility for assisting all farmers, through their 15,000 marketing, purchasing, and service cooperatives, to improve the efficiency of farming operations. Cooperatives have proved to be an especially effective means of helping smaller farmers achieve equity of bargaining power in the market place.

In some pilot counties, farmers cooperatives may be a method of encouraging more efficient marketing and obtaining needed supplies and services for improved production.

The Farmer Cooperative Service can aid farmers in rural communities in such practical ways as (1) helping determine whether or not they would benefit by organizing cooperatives to deal with their marketing problems and production supply service needs, and (2) suggesting effective ways in which cooperatives can be organized and operated.

REFERENCES\*

The Work of Farmer Cooperative Service.

Merchandising by Farmers' Cooperatives.

Three Principles of Agricultural Cooperation.

Forming Farmer Cooperatives.

Sizing Up Your Cooperative.

\*Publications of the Farmer Cooperative Service.

AGRICULTURAL RESEARCH SERVICE: The general objective of production economics research in rural development is to investigate ways of improving land and labor in order to increase incomes in low-income rural areas. At present cooperative ARS-State experiment station studies are under way covering the following subjects:

- Land, labor, and other resources in rural areas (including some program pilot areas).
- Methods of income improvement, and results.
- Adjustment opportunities for full and part-time farmers.
- Tenure, credit, manpower use, and related special problems.

Resource surveys are under way in West Virginia, northeastern Texas, and the Ozarks of both Missouri and Arkansas, and additional studies are being planned for this year in New Mexico, Kentucky, Florida, Mississippi, and northern Michigan. The general object of these studies is to provide information on capital, manpower, land and other resources of the farm people and the sources and levels of income.

In addition, considerable service research to provide information for interested groups in pilot counties and other areas is under way or planned. Work of this type is now being provided in North Carolina, Texas, West Virginia, and New Hampshire. In West Virginia, for example, technicians from ARS assisted in developing a survey schedule for use by people in one of the pilot counties. In North Carolina, ARS participated with North Carolina State College and the University of North Carolina in preparing a report to the Governor on the low-income problems of the State.

Many pilot county rural development committees are starting their programs with detailed surveys of such factors as land use in the county, needs and desires of farm people, sources and levels of income and employment, farming systems, etc. In many States, the experiment station and State college of agriculture stand ready to help with technical assistance and counsel.

#### REFERENCES

(Note: These publications are not included with this brochure)

Availability for Employment of Rural People in the Upper Monongahela Valley, West Virginia. W. F. Porter and W. H. Metzler. West Virginia Univ. Agri. Expt. Station Bulletin 391, June 1956. Coop. with USDA.

Crop and Livestock Opportunities on Eastern Oklahoma Prairie Land Farms. W. F. Lagrone. Bulletin B-430. Oklahoma Agricultural Expt. Station Bulletin in cooperation with PERB, USDA, July 1954.

Increasing Incomes Through Farm Adjustments in the Grenada-Loring Soil Association Area of Southern West Tennessee. T. J. Whatley and S. W. Atkins. Bulletin 244. Univ. of Tennessee Agri. Expt. Station in cooperation with PERB, ARS. December 1955.

Increasing Farm Production and Earnings on Claypan Soils in Southern Illinois. Circular 762. J. E. Wills and F. E. Justus. University of Illinois in cooperation with USDA. May 1956.

Farm Policy Forum. Published by The Iowa State College Press. Spring 1956 issue. (Includes articles by ARS specialists on low-income farm problem and its solution.)

Resource Use and Incomes of Families on Small Farms, Southern Piedmont Area, North Carolina. C. E. Bishop and J. G. Sutherland. AE Information Series 30. North Carolina Agri. Expt. Station in cooperation with BAE, USDA. February 1953.

The Household Economics Research Branch of the Agricultural Research Service is assembling information that farm families will find helpful in preparing their own household budgets. Data and guides developed through these and other studies will be published for the use of those working with low-income farm people.

AGRICULTURAL MARKETING SERVICE: Current research in cooperation with Land-Grant Colleges is concerned with the following subjects:

- Population in relation to resources and industrial development in low-income rural areas (to help determine needed population and manpower adjustments).
- Schooling, migration, job adjustments, and earnings of rural youth in low-income areas.
- The use of health facilities and health insurance in these areas.
- Farmers' economic security in old age (to gauge the effect of recent changes in Social Security laws).
- Opportunities for increasing agricultural marketing and processing industries in low-income farming areas.

Although the main contribution of AMS in the first year of the rural development program will consist of this research, certain important services are offered pilot county leaders:

1. Cooperation with State colleges of agriculture in helping with pilot county surveys of population, employment, and levels of living. (For example, job skills, unemployment, desires of farm people for other work, labor market, educational needs, health facilities, sanitation.) However, AMS assistance available for this work is limited. Pilot county leaders who want to undertake such resource surveys should discuss the possibility of receiving technical assistance with representatives of the State college and affiliated experiment station. (See also the preceding section on the Agricultural Research Service.)

2. Technical assistance to certain pilot counties in determining the need for new marketing facilities. The Agricultural Marketing Service has limited resources for research leading to the development of markets in low-income farming areas. Most of these resources will be used in general studies to provide information and guidelines for all areas in evaluating their marketing needs. However, in a few cases, direct technical advice may be provided through correspondence with pilot county committee members and visits by AMS marketing experts. Inquiries about such technical assistance to specific pilot counties should be addressed to the Director, Market Research Division, Agricultural Marketing Service, Washington 25, D. C.

### III . Farm Credit Administration

The Farm Credit Administration and associations and banks under its supervision contribute to the rural development program in several ways. Ample funds are available to finance the sound needs of farmers and their cooperatives in their efforts to improve incomes. The Farm Credit System also cooperates in educational phases of the program, and works with county, State, and national committees in planning and carrying out other rural development activities.

Credit available from the Farm Credit System is tailored to meet the special needs of farmers and their cooperatives. Production credit associations and national farm loan associations are local cooperatives with membership made up entirely of farmers who have obtained loans. The membership elects the board of directors and the board in turn selects the officers. Thus the directors and officers are in a position to understand the needs of farmers in their territory and to adapt the credit service to their particular requirements.

The advice and counsel of these directors and officers should be very helpful in planning rural development programs in any community. All associations whose territory includes pilot counties have been urged to cooperate in every practicable way with local county committees.

#### REFERENCES\*

Loans from Production Credit Associations.

Loans to Farmers' Cooperatives.

\*Circulars of the Farm Credit Administration.

### IV . Department of Labor

The Department of Labor, through its Bureau of Employment Security (of which the United States Employment Service is a part) and the State employment services affiliated with USES, has facilities that can be of substantial aid to the rural development program.

Each State maintains an employment service, consisting of a State headquarters, a field supervisory staff, and a network of local offices. These State agencies provide --

- A nation-wide public employment service, including a farm placement service.
- A special service for veterans.

- Employment counseling, aptitude testing and selective placement for applicants needing special services.
- Industrial services.
- Labor market information.
- Participation of State and local offices in community or area programs relating to employment and development of new job opportunities.

The local employment office concerns itself with the manpower needs of a community and its employers, and with the employment needs of its workers. When a community's labor needs exceed its manpower resources, or when its labor supply exceeds local demand, the local office, through State and Federal coordination, can extend its recruitment or placement efforts throughout the network of local offices and volunteer farm placement representatives that cover the country from coast to coast.

Through its operations the local office becomes familiar with the opportunity, or lack of opportunity, for jobs in the community, with trends and outlook for employment, and with the available or potential labor supply. This is an important contribution to a community, for when plants are to be expanded, public works started or utilities improved, or when community groups seek to have new industries locate in the area, there is great need for labor market information.

The local employment office works closely with civic groups and community organizations, such as employer associations, labor organizations, veterans' groups, civic clubs and others interested in community development. Local labor markets are studied, and information about surrounding labor markets can be made available. Through interpretation of such information, and in showing the ways that it can be used, the local office will have the additional role of manpower consultant to the leaders of a rural development program.

A county or area effort to relieve unemployment by persuading new industry to come in should include the State employment service. Groups leading the endeavor can present the natural resources of the area -- the water and fuel supplies -- and the availability of power and of transportation by river, highway, or railroad, and other attributes that "sell" the area. But among the most sought-after facts will be the kinds of workers who will be available, and the general conditions surrounding the labor market.

A local public employment office will often have this and other information, such as skills and aptitudes of the work force, wage rates most commonly paid, etc. Within the limits of staff resources and with the permission and assistance of the State office, the local employment office can obtain such information if it is not on hand.

The local employment office can assist underemployed farm workers in obtaining supplementary or temporary jobs in the community, or, with the assistance of its State office and the Bureau of Employment Security, in obtaining jobs in other areas. Similar assistance can be given with respect to permanent jobs in the community or in other areas.

The local office can also assist the rural development group in taking advantage of government policies concerning defense procurement contracts and tax amortization.

The role of the State employment service in a rural development program could extend beyond the primary activity of providing labor market information and helping in a joint community effort to increase employment. Employment counseling and industrial services are established parts of the public employment process, for which tested and standard procedures have been developed. There are tested and approved methods for determining the latent skills of persons and their aptitudes and interests, all of which are available to workers and employers alike.

#### REFERENCES\*

The Role of the State Employment Service in the Community Employment Program.

Labor Market Information.

Looking for a Job.

Your Public Employment Service.

These monthly publications are not included with this brochure:

Employment Security Review.

The Labor Market and Employment Security.

\*Publications of the Bureau of Employment Security,  
Department of Labor.

## V. Department of Health, Education, and Welfare

The U. S. Department of Health, Education, and Welfare maintains nine regional offices to assist in the administration and interpretation of its activities in the field. The Regional Directors who head these offices are cooperating with the chairmen of State rural development committees and with other governmental organizations interested in the rural development program. Every health, education, and welfare program touches in some way on the problems of low-income areas.

REFERENCES

Names of Regional Directors and addresses of regional offices.

List of State officials and agencies with responsibility for State health, education, welfare, and vocational rehabilitation.

VOCATIONAL REHABILITATION: The nation-wide vocational rehabilitation program is a cooperative State-Federal program. Services to the disabled are provided by State vocational rehabilitation agencies which are generally under State boards of vocational education. Some agencies serving the blind, however, are independent commissions or are a part of other agencies of State government.

State vocational rehabilitation agencies have many programs of assistance in low-income rural areas designed to restore handicapped persons to productive work. These agencies help disabled people get started in farming and other activities. They also establish supervised businesses for persons unable to operate their own enterprises without such supervision. This includes agricultural activities. They assist in community surveys to determine the extent of disability and effect on income. Finally, the State vocational rehabilitation agency develops and conducts demonstration projects to improve services to disabled farm people.

REFERENCE

Small Business Enterprises for the Severely Handicapped, Office of Vocational Rehabilitation.

SOCIAL SECURITY: In the grant-in-aid programs concerned with social security, the Federal Government and the State governments share in paying for programs of public assistance, social services, and health services -- maternal and child health and services for crippled children. In the Department of Health, Education, and Welfare, these Federal-State programs are administered by the Children's Bureau and the Bureau of Public Assistance. In the States these programs are administered by State health and welfare agencies.

All States share in the grant-in-aid money for the three children's programs -- maternal and child health, services for crippled children, and child welfare services, but funds are apportioned to the States in such a way that more money goes to States with low income, large numbers of children, and more rural population.

Most services provided by State and local health departments for mothers and children are health promotion services, that is, they are designed to help mothers and their children keep well. Typical services are prenatal clinics, child health conferences, immunization services, and health services for children of school age. All States provide diagnostic services for children with physical handicaps, treatment for some children, including medical care, hospitalization, and convalescent care.

Child welfare workers in rural communities help children in difficulty, such as children who need to be placed either in foster-family homes or in institutions. They help unmarried mothers and babies born out of wedlock and place children for adoption.

The Bureau of Public Assistance (Department of Health, Education, and Welfare) makes grants-in-aid to all States on a matching basis for aid to the aged, the blind, dependent children, and in many States, the permanently and totally disabled. States, and some counties within States, have their own programs for "general assistance" entirely financed by State or local funds, i.e., assistance to persons who are in need but who do not meet eligibility requirements for the Federally matched programs.

The Old-Age and Survivors Insurance Program, a Federal program directly administered by the Social Security Administration, Department of Health, Education, and Welfare, handles its services through over 500 district offices distributed all over the United States. In addition to wage earners in private industry and commerce, the program now covers (1) most self-employed people in business, on farms, and in certain professions; (2) hired farm workers and domestic workers; (3) employees of most non-profit organizations; (4) some employees of Federal, State, and local governments.

REFERENCES\*

Aid to the Blind Under the Social Security Act.

Aid to Disabled Adults.

Aid to Dependent Children.

Old-Age Assistance.

Public Assistance (Dept. of Health, Education, and Welfare reprint).

Twenty Years of Social Security.

Brief Report on the 1956 Amendments to the Social Security Law.

The Rights of Disabled People Under the Social Security Law as Amended in 1956:

-- of Servicemen and Veterans.

-- of Farm People.

Benefits for Women Under the 1956 Amendments to the Social Security Law.

John's First Job.

EDUCATION: Generally, public education is committed to serve all, but continuing efforts are needed to develop programs that attract uncertain pupils at least through the secondary school. Education today is an essential preparation for modern life and is importantly related to income. There are some areas of general education that make special contributions to the solution of problems of low income families, for example, (1) industrial arts involving study and experience with the materials, processes, products, and occupations of an industrial society, (2) training for office occupations.

Vocational education is part of the public school system. Since the purpose of vocational education is to provide training for useful employment, instruction given must be based upon the needs of workers in the occupations for which pupils are being trained. Instructional programs must be flexible in order to meet continuing changes in the occupations at which people work.

Practically all public vocational education programs in the United States are supervised by State boards for vocational education and school authorities in the counties, cities, and school districts in the States. These programs include vocational education in agriculture, distributive education in merchandising or distributing activities, and home economics education.

Vocational education in trade and industrial occupations is concerned principally with training and instructing workers in trades, crafts, or industrial pursuits, connected with the designing, producing, processing, assembling, maintaining, servicing, or repairing manufactured products. Both boys and girls and men and women may enroll in these industrial education classes, depending upon their opportunity for or status in industrial employment.

#### REFERENCES\*

Publications of the Vocational Division, Office of Education,  
U. S. Department of Health, Education, and Welfare.

National Leadership Development Conference in Trade and Industrial  
Education.

Public Vocational Education Programs.

Vocational Education in Distributive Occupations.

Digest of Annual Reports of State Boards for Vocational Education.

\*Publications of the U. S. Office of Education.

COMMUNITY HEALTH: Full-time local health departments operate in many of the counties where large numbers of low-income farm families live. They are the outlets for public health services that can help families maintain a healthful home and community environment and assist them in other ways to prevent or control disease.

The counterparts of the local health officer, local nurses, and other local health department workers are found in the State health department. State workers assist local health departments with their problems as well as provide consultation to other State public and voluntary groups. This is in addition to their responsibilities for State administration of specific public health programs (collection of vital statistics, construction of hospitals and other health facilities with financial assistance from the Federal Government, and other programs). Usually the State health department includes nutritionists, experts in communicable disease control, and others with special knowledge of mental health, dental health, heart disease, and other specific problems. Some services are provided local communities directly by the State health department.

Through the Public Health Service the Federal Government is an active partner in State and local public health programs. It provides numerous technical services to assist the States in improving their health services; and Federal grants-in-aid pay part of the cost of health services in the States and their subdivisions.

Most Federal-State and interstate programs reach the States and communities through the regional organization of the Public Health Service. The Service maintains a staff in eight of the nine regional offices of the Department of Health, Education, and Welfare. These staffs work with State authorities in programs for cooperative Federal-State health activities.

Currently, financial grants-in-aid are made by the Public Health Service to the States for the following purposes: general public health services including dental health, occupational health, sanitation services, public health nursing, training of personnel, and strengthening of full-time local health organizations; venereal disease, tuberculosis, mental health, heart disease, and cancer control; and construction of hospitals and other medical facilities.

SURPLUS PROPERTY: Congress has authorized the disposal of surplus Federal property to institutions for health and educational purposes. Nearly every State has a State agency for surplus property which receives property from the Federal Government, ascertains if it is needed by eligible health or educational institutions in the State, and arranges for its distribution. Eligible institutions include tax-supported medical institutions, hospitals, clinics, health centers, school systems, schools, colleges and universities, and also certain similar tax exempt institutions.

## VI. Department of the Interior

Although the Department of the Interior has no services designated especially for the rural development program, its agencies and bureaus -- with offices throughout the United States -- will cooperate in State and county projects whenever possible. Department representatives are meeting with other Federal Government officials in rural development program planning and working committees. The following is a brief description of services certain Department of the Interior agencies might contribute:

BUREAU OF MINES: This technical bureau promotes health and safety in the mining and mineral industries, conducts research in the fields of metallic and nonmetallic minerals and on all phases of the extraction, treatment, and utilization of mineral fuel resources -- coal, petroleum, natural gas, and oil shale. Should any rural development program pilot area have mineral problems on which the Bureau of Mines could provide information or assistance, it is suggested the nearest field office be contacted or inquiry made directly to the bureau headquarters, Washington 25, D. C.

NATIONAL PARK SERVICE: Recreation is one of the principal industries in many communities. The National Park Service is authorized to cooperate with Federal, State, and local agencies in planning parks, parkway, and recreation programs. Specifically the Service, through its Division of Recreation Resource Planning --

- gives consultative and advisory assistance upon request to States and their political subdivisions in planning for the development and use of their recreation potentialities;
- assists in acquiring or leasing Federal lands for recreation use;
- distributes statistics on State parks and related information.

The superintendents of the national parks, monuments, and other areas administered by the Park Service can often be of assistance to nearby communities in planning their recreation development programs. Interested community leaders should feel free to consult with them. For general planning and consultative advice, regional offices of the National Park Service should be consulted.

### REFERENCE

Addresses of Regional Directors, National Park Service.

FISH AND WILDLIFE SERVICE: Fishermen and hunters spend a great deal of money at local business establishments throughout the country. The Fish and Wildlife Service carries on a number of activities to increase fishing and hunting opportunities. Upon request, Federal fish hatcheries supply game fish for stocking farm ponds and other waters in local areas. The Service administers 264 land units in the national wildlife refuge system, which

provide nesting, resting, and feeding grounds for migratory waterfowl. Most of these areas are open to fishing under State regulations. At least nine of these refuge units are in or adjacent to the pilot counties in the rural development program. Services for visitors to these refuges are a possible source of income.

The people in counties included in the rural development program can receive a good many services related to fishing and hunting (and the possible income which might be derived from local fishing and hunting resources) from their respective State fish and game department. These departments, most of which are located in the State capitals, have primary jurisdiction over the fish and game resources in their States.

Further information can be obtained from any one of the five regional offices of the organization.

#### REFERENCE

Addresses of Fish and Wildlife Service regional directors.

GEOLOGICAL SURVEY can assist in the rural development program by providing information that already has been accumulated, systematized, and in many instances published concerning water resources and geological investigation. Such material would include topographic maps. The Survey is anxious to be of all possible help to pilot counties in providing such data as it may have that may be of use in the program.

Inquiries should be addressed to the Director of the Geological Survey, Washington 25, D. C.

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### Organized Community Clubs in the Rural Development Program

During the past decade many agricultural extension workers and other agricultural leaders have been working through organized community clubs to improve farming, homemaking, and community living. These clubs, made up of people in individual rural communities, have become an important factor in the economic progress of many areas. Outstanding community club programs are operating in western North Carolina, Mississippi, eastern Tennessee, and many other State and inter-state areas in the Southeast.

In some rural development program pilot counties and areas, the organized community club technique may prove successful in reaching farm families with severely limited resources. However, rural community improvement programs through organized clubs do not in themselves make a "rural development program." Community clubs and other extension methods must be combined with a total drive for balanced economic development -- improved job opportunities, better community services adapted to area needs, and improved farming.

#### REFERENCES

Community Development in the Southern States. What is It? Some Ideas and Challenges.

The Community Improvement Program is a Good Technique.

1956 North Georgia Community Improvement Program.

A Rural Development Program in North Carolina.

Many State extension services publish booklets and other information about their community improvement programs. Here is a partial listing: (These are not included with this brochure.)

The East Tennessee Community Improvement Program, Knoxville Civic Organizations, P. O. Box 6066, Burlington Branch, Knoxville, Tenn.

Educational Topics for Community Development Club Meetings, Community Development Leaflet 22, Mississippi Agricultural Extension Service.

1954 Sample Scorecard for Community Development Clubs, Community Development Leaflet No. 15, Mississippi Agricultural Extension Service.

Rural Community Development, Asheville Agricultural Development Council, Asheville, North Carolina.

Teamwork Makes Better Communities in Rural Tennessee, Tennessee Agricultural Extension Service.

Communities Help Themselves, Leaflet 124, Kentucky Agricultural Extension Service.

Successful Community Organizations, Tennessee Agricultural Extension Service.

Neighborhood Progress Through Organized Action, Texas Agricultural Extension Service.

Community Development, Mississippi Agricultural Extension Service.

Georgia Communities Go Forward, Georgia Agricultural Extension Service.

A Mountain Community Moves Forward, North Carolina Agricultural Extension Service.

Community Club Meetings, Leaflet 127, Tennessee Agricultural Extension Service.

Neighborhood Improvement, Circular 616, Oklahoma Extension Service.

Rural Community Improvement, Arkansas Agricultural Extension Service.

### Program Newsletter

To meet the need for up-to-date information on the rural development program in States and areas where the work is going forward, the Department of Agriculture publishes a periodic newsletter, the Rural Development Program NEWS. This release contains summary reports covering --

- pilot county progress;
- methods of area development being used;
- State-level planning and organization;
- Federal department and organization participation;
- important legislative developments;
- outstanding examples of rural area progress in the United States.

The Rural Development Program NEWS is an important means of communication in a program as widespread and inclusive as the rural development program. To be placed on the mailing list write the Office of Information, Department of Agriculture, Washington 25, D. C.

### REFERENCE

Rural Development Program NEWS, recent issues.

NOTE: You may send to the appropriate agency for extra copies of publications and releases which accompany this statement. Address requests to the Washington, D. C. office.